

Message Text

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TAGS: MCAP, NATO

SUBJECT: TRANSFER OF COMMAND OF ALLIED FORCES TO SACEIR

REF:A. USNATO 2101

B. STATE 74966

C. SHAPE LETTER FEB 7, 1974, SUBJ: STATUS OF NEGOTIATIONS

WITH NATIONAL AUTHORITIES ON THE MNC'S ALERT SYSTEM

D. USNATO 2583

SUMMARY. IN THE NATO ALERT SYSTEM, THE TIMING OF TRANSFER OF
COMMAND OF NATIONAL FORCES TO MAJOR NATO COMMANDERS (MNCS)
DEPENDS ON HOW MANY STRINGS IN THE FORM OF MULTIPLE NATIONAL
DECISIONS ARE RETAINED ON THOSE FORCES BY THE NATIONS CONCERNED.
IN SOME CASES, INCLUDING THE US CASE, SEVERAL NATINAL DECISIONS
MAY BE NECESSARY BEFORE THE MNC RECEIVES CONTROL OF THE FORCES IN
HIS SECTOR. THE DANGERS THAT COULD RESULT FROM ONE NATINS FORCES
MOVING TO FORWARD POSITIONS WHILE ANOTHER NATIONS FORCES DO NOT
MOVE ARE APPARENT. MISSION RECOMMENDS THAT WASHINGTON CONSIDER
REDUCING THE NUMBER OF STRINGS ON US FORCES CONTINGENT ON
APPROPRIATE PARALLEL ACTION BY OTHER ALLIES. ACTION REQUESTED:

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WASHINGTON COMMENTS AND GUIDANCE. END SUMMARY.

1. IN PEACETIME, MNCS HAVE CONTROL ONLY OVER ASSIGNED FORCES. THE MAJORITY OF ALLIED FORCES ARE "EARMARKED " AND THEREFORE TRANSFER TO NATO COMMAND ONLY AFTER IMPLEMENTATION OF THE NATO ALERT SYSTEM.

2. UNDER NORMAL OPERATION OF THE NATO ALERT SYSTEM, AN MNC REQUESTS AN ALERT STAGE (SUCH AS SIMPLE ALERT) OR SOME MEASURE OF AN ALERT STAGE WHICH MUST BE APPROVED BY THE DEFENSE PLANNING COMMITTEE(DPC) BEFORE IMPLEMENTATION. IN AN EMERGENCY, MNC MAY DECLARE INDIVIDUAL MEASURES OR AN ENTIRE ALERT STAGE(SUCH AS SIMPLE ALERT) AND THUS GO DIRECTLY TO COUNTRIES WITH REQUEST "TO TAKE APPROPRIATE ACTIONS, AND UPHOLD THE DECLARATION BY THEIR APPROVAL." THUS, IN EVERY CASE, IN BOTH THE NORMAL AND EMERGENCY MODES, THE ALLIES MUST APPROVE EITHER IN THE DPC OR BY NATIONAL REPLY TO THE MNC, BEFORE ANY NATIONAL FORCES ARE TRANSFERRED TO NATO COMMAND.

3. ADDITIONAL STRINGS ON NATIONAL FORCES RESULT FORM PLACING THEM IN CATEGORY II OR CATEGORY III. IN CATEGORY II, FORCES ARE TRANSFERRED TO NATO COMMAND WHEN THE DPC APPROVES THE ALERT STAGE (SUCH AS SIMPLE ALERT) JUST AS IN CATEFORY I, BUT WHEN INDIVIDUAL MEASURES OF AN ALERT STAGE ARE REQUESTED RATHER THAN THE ENTIRE STAGE, FORCESIN CATEGORY II DO NOT TRANSFER TO NATO COMMAND UNTIL THE COUNTRY CONCERNED GIVES A SECOND NATIONAL APPROVAL AFTER DPC APPROVAL . IN CATEGORY III, FORCES DO NOT TRANSFER TO NATO COMMAND EVEN IF THE ENTIRE ALERT STAGE (SUCH AS SIMPLE ALERT) IS DECLARED AND APPROVED BY THE DPC. THUS, IT IS POSSIBLE THAT FORCES IN CATEGORY III COULD REQUIRE AS MANY AS FOUR NATIONAL DECISIONS BEFORE TRANSFER IS EFFECTED. THE NATION CONCERNED COULD DECIDE TO APPROVE THE ALERT MEASURE FOR TRANSFER OF FORCES IN THE DPC. THE SOME NATION WOULD HAVE TO AGAIN CONSIDER THE MEASURE AS IT APPLIES TO ITS OWN FORCES AND COULD DISAPPROVE THE TRANSFER AFTER DECLARATION. IT COULD THEN ELECT TO APPROVE THE ENTIRE ALERT STAGE (SUCH AS SIMPLE ALERT) IN THE DPC, BUT WOULD STILL HAVE A FOURTH DECISION TO MAKE AS TO WHETHER EVEN THE ENTIRE ALERT STAGE WOULD RESULT IN TRANSFER OF ITS OWN NATIONAL FORCES.

4. THIS SUBJECT HAS RECEIVED HIGH-LEVEL ATTENTION IN THE PAST.

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IN HIS LETTER OF OCTOBER 24, 1973, TO SECRETARY SCHLESINGER, GENERAL GOODPASTER CALLED ATTENTION TO NATIONS' DIFFERING POSITIONS AS TO IMPLEMENTATION OF SPECIFIC MEASURES IN THE NATO ALERT SYSTEM, AND THAT "NATO'S PLANNING, MOVEMENT, AND ASSUMPTION OF OPERATIONAL COMMAND OF CONTROL OF NATINAL FORCES BECOMES DIFFICULT AT BEST. IN THIS REGARD, CURRENT US RESERVATIONS ON NATOS ALERT MEASURES RESULT IN SOME US FORCES IN THE CENTRAL REGION NOT COMING UNDER SUCEUR'S OPERATIONAL COMMAND

UNTIL REINFORCED ALERT." SECRETARY SCHLESINGER PROVIDED COPIES OF THIS LETTER TO SECRETARY GENERAL LUNS AND NATO DEFENSE MINISTERS, NOTING THAT THE LETTER ADDRESSED "POLITICALLY RESOLVABLE MILITARY ISSUES".

5. ACCORDING TO REF C, THE US HAS PLACED OPERATIONAL COMMAND/CONTROL OF ACE FORCES AT SIMPLE ALERT IN CATEGORY III, THUS RESERVING ITS DECISION EVEN AFTER US APPROVAL OF THE ENTIRE ALERT STAGE IN THE DPC. AT REINFORCED ALERT, HOWEVER, THIS MEASURE IS IN CATEGORY II, SIGNIFYING US AGREEMENT TO IMPLEMENT AFTER APPROVAL OF THE ENTIRE STAGE OF REINFORCED ALERT BY THE DPC.

6. THE US AND ITALY ARE THE ONLY TWO COUNTRIES THAT PLACE OPERATIONAL COMMAND/CONTROL OF ACE FORCES IN CATEGORY III FOR SIMPLE ALERT; FOR REINFORCED ALERT, DENMARK, ITALY AND NORWAY PLACE THE OPERATIONAL COMMAND/CONTROL OF ACE FORCES (ADDITIONAL TO THOSE COMMITTED AT SIMPLE ALERT) IN CATEGORY III.

7. IT IS CONCEIVABLE THAT DURING A TIME OF TENSION, NATIONAL POSITIONS RELATED ABOVE COULD RESULT IN SACEUR HAVING EARLY OPERATIONAL COMMAND OR CONTROL OVER FORCES FROM SOME NATIONS BUT NOT OVER OTHERS. THIS NOT ONLY HAMPERS THE PLANNING PROCESS BUT ALSO COULD MEAN DEPLOYMENT AND USE OF ONLY PART OF ACE FORCES, WITH OBVIOUS ADVERSE CONSEQUENCES.

8. MISSION RECOMMEND THAT WASHINGTON RECONSIDER ITS POLICY CONCERNING TRANSFER OF COMMAND PREFERABLY PUTTING THESE MEASURES IN CATEGORY I (SUBJECT TO US APPROVAL IN THE DPC), BUT AT LEAST ACCEPTING CATEGORY II LEVEL AT SIMPLE ALERT FOR TRANSFER OF COMMAND TO SACEUR, CONTINGENT UPON ACCEPTANCE BY THE THREE OTHER NATIONS MENTIONED IN PARA 6 OF CATEGORY II AT BOTH SIMPLE AND REINFORCED ALERT.

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9. THE US WOULD STILL RETAIN TWO STRINGS ON INDIVIDUAL ALERT MEASURES IN CATEGORY II. ALLIED GOVERNMENTS AGREE TO IMPLEMENT MEASURES OF THIS CATEGORY WHEN THE ENTIRE STAGE OF SIMPLE ALERT HAS BEEN DECLARED WITH DPC APPROVAL. BUT NATIONAL AUTHORITIES MUST ALSO MAKE A SECOND DECISION ON NATIONAL IMPLEMENTATION IF AN INDIVIDUAL MEASURE IS APPROVED SEPARATELY FROM THE ENTIRE ALERT STAGE. THE US WOULD ALSO RETAIN FLEXIBILITY UNDER THE EMERGENCY PROCEDURE, AS NATIONS ARE REQUESTED BUT NOT OBLIGATED TO UPHOLD THE DECLARATION BY THEIR APPROVAL. TO INSURE NO MISUNDERSTANDING, THE US HAS FOOTNOTED THE EMERGENCY PROCEDURE TO THE EFFECT THAT THE US WOULD NOT AUTOMATICALLY EXECUTE THE CATEGORY II OR REINFORCED ALERT MEASURES, BUT WILL CONSIDER ALL CATEGORY II AND III MEASURES AND TELL THE MNC OF INTENTIONS REGARDING THEIR EXECUTION.

10. IF WASHINGTON APPROVES, MISSION COULD RAISE THIS ISSUE IN
THE DPC, ASKING THE OTHER NATIONS CONCERNED TO ASSIGN CATEGORY II
TO THE ALERT MEASURE FOR TRANSFER OF COMMAND TO SACEUR FOR BOTH
THE STATES OF SIMPLE AND REINFORCED ALERT AND INDICATING US
WILLINGNESS TO CHANGE OUR PROCEDURES ACCORDINGLY, PROVIDED
OTHER ALLIES DO LIKEWISE ACTION REQUESTED: WASHINGTON
GUIDANCE
RUMSFELD

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